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SUBJECT: EU-FUNDED AFRICA PEACE FACILITY TO STRENGTHEN AU,
PEACEKEEPING IN AFRICA

1. (SBU) Summary. The European Union (EU) formally announced the establishment of the Africa Peace Facility (APF), and funds are now available to support peacekeeping and peace-enforcing operations in Africa. The EU aims to strengthen the role of the African Union (AU), particularly the Peace and Stability Council, through this new funding mechanism. Although Africans will initiate requests for disbursements from the 250 million euro account, the EU will have final say over what can be funded. Certain expenditures -- such as ammunition, arms and specific military equipment, spare parts for arms and military equipment, military salaries and military training for soldiers -- are prohibited. All deployments must be consistent with UN principles and objectives. The APF's support for deployments in Africa will complement the USG's Global Peace Operations Initiative. End Summary.

APF: Based on African Ownership & Solidarity

2. (U) The EU used the launching of the AU's Peace and Stability Council (AU/PSC) on May 25 to announce that the long-awaited Africa Peace Facility is now operational. The AU/PSC will play a central role in the implementation of the APF. In prepared remarks for the May 25 ceremony in Addis Ababa, Development Commissioner Poul Nielson noted, "The launching of the Peace and Security Council is both historic and welcome. Based on continental solidarity and firm regional building blocks, the Council is destined to be a necessary and indispensable contribution to promoting peace and stability in Africa. The EU's speedy approval of the Peace Facility recognizes the credibility and authority with which the AU is taking responsibility in the area of peace and security. The Peace Facility gives concrete backing to the emerging African resolve of dealing with African conflicts."

3. (SBU) On May 6, EU officials provided additional details to David des Roches (OSD/SOLIC-SO) and USEU personnel regarding the APF, a 250 million euro funding mechanism to support peacekeeping and peace enforcement operations in Africa through 2006. DG Development Pan-African Affairs officer Igor Driesmans outlined EU objectives in establishing the APF as follows:

-- African Ownership: At the EU/AU Maputo Summit in July 2003, African heads of state initiated the request for the APF, stressing the need for the EU to support African solutions to African problems. To accomplish this, most of the APF funds (200 million euros) will be used to support AU/PSC deployments or peace operations of sub-regional groups such as ECOWAS. The European Commission (EC) envisions funding about 6-10 operations during the three-year funding cycle. The balance of the funds will be used for capacity building activities, including the formulation of a comprehensive AU Peace and Security policy. Driesmans stressed that either the AU or a sub-regional group will need to initiate a request to withdraw funds from the APF. The EU will only authorize expenditures if they are consistent with UN sanctioned principles or objectives. He distinguished between peacekeeping operations (which would require informal UN endorsements) and peace enforcement operations (which would require specific UN mandates). Furthermore, Driesmans noted that the EU does not plan to fully fund any single mission, but will favorably consider operations that have support from other donors.

-- Use of Development Funds: Based on the premise that development cannot take place without security, the APF peace operations are funded with European Development Funds (EDF). Driesmans said that the use of development funds for PKOs was "taboo for a long time" in the EU, but that after many deliberations a paradigm shift had been approved. Apart from experimental funding for regional peacekeeping deployments in Burundi (AMIB), Liberia (ECOWAS) and Cote d'Ivoire, the EC use of development money for peace and security has been limited to post-conflict rehabilitation.

-- African Solidarity: To share the financial burden of peacekeeping, all AU beneficiaries of EDF (the entire continent, minus South Africa and the Arab states of north Africa) agreed to cede a percentage of their national development funds to the APF. Until the EU can devise for a formula for the other states of the continent to contribute financially to the APF, no deployments can be made in South Africa or northern Africa (and possibly no troops from these countries can be selected for APF-funded deployments either).

14. (SBU) Driesmans clarified that the following APF expenditures will be prohibited: ammunition, arms and specific military equipment, spare parts for arms and military equipment, military salaries and military training for soldiers. Authorized expenses include: per diem for African peacekeeping troops, communications equipment, medical facilities, refurbishing civilian equipment, transport and logistics.

Technical Limitations

15. (SBU) Regarding concern about budgetary and fiscal control over the APF funds, the EC stressed that the 250 million euro funding mechanism would be managed from Brussels and payments disbursed as deployments are approved. To initiate a request, the AU will engage the EC delegation in Addis Ababa and suggest an operation. The EC will review the request and forward it to EU Member States if the request is deemed appropriate (i.e., has a UN mandate and meets the other established conditions). Once the 25 EU Member States approve, the EC will negotiate and review the budget request submitted by the AU (this frequently involves scaling back the requests). The EC will then develop a specific document elaborating the parameters of the funding decision, including the amount of financial support to be withdrawn from the APF and the length of time the deployment would be supported, which will be submitted to the Member States development forum for final approval. In theory, this entire process could be accomplished in a month. The EC plans to reinforce its delegation in Addis Ababa to include someone with a military background.

16. (SBU) LTC Joachim Elte of the EU Council's Military Staff (Operations and Exercises Divisions) stressed that the APF would complement -- not replace -- ESDP operations in Africa, such as the 2003 deployment in the Democratic Republic of Congo (i.e., Operation Artemis).

APF and GPOI

17. (SBU) At the meeting, des Roches briefed the EU on the USG's Global Peace Operations Initiative (GPOI), which also envisions strengthening peace operations in Africa. Concluding observations remarked on the complementary nature of the APF and GPOI, with the former focusing mainly on deployments and the latter concentrating on longer-term training and capacity building. Another distinction between the two approaches was the EU's focus on a continent-wide approach and the U.S. focus on building specific national battalions.

Comment

18. (SBU) Now that the paper work is in place, the APF peacekeeping funds can begin to flow. Sudan has been cited as one possible venue for the inaugural use of the APF. Another suggestion has been prolonging the AMIB deployment in Burundi, if needed. Whether the APF could be renewed after a three year period depends on the upcoming reformulation of the EU budget. Nielson and other senior EC officials have suggested folding the European Development Fund into the general Commission budget. Unless new rules are written for the general budget, the use of development funds for PKOs could again be halted when current APF funds expire in 2006.

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